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Draft report

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Addendum

Proposed strategic framework for the period 2016-2017
(*Item 3 (b)*)

Programme 11
Environment

1. At its 10th meeting, on 6 June 2014, the Committee for Programme and Coordination considered programme 11, Environment, of the proposed strategic framework for the period 2016-2017 (A/69/6 (Prog. 11)).

2. The Executive Director of the United Nations Environment Programme (UNEP) introduced the programme and responded to queries raised during the Committee's consideration of the programme.

Discussion

3. Support and appreciation were expressed for the programme. The hope was expressed that its objectives could be reached in a reasonable time frame.

4. Several delegations expressed concern that neither the consensus reached at the United Nations Conference on Sustainable Development, held in Rio de Janeiro, Brazil, in 2012, nor the discussions that had taken place in the Committee during its fifty-third session were sufficiently reflected in the current document. In particular, delegations expressed regret that the objective of UNEP, as contained in paragraph 11.2, did not relate to any of the mandates referred to in paragraph 11.1, nor the Nairobi Declaration on the Role and Mandate of the United Nations

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Environment Programme and the outcome document of the United Nations Conference on Sustainable Development, "The future we want".

5. Concern was expressed regarding the continued use by the Secretariat of terms and concepts for which consensus was still lacking among Member States. In that regard, delegations emphasized that the Secretariat needed to be consistent with the agreed language, especially in the formulation of the proposed language when dealing with contentious issues.

6. The view was expressed that the proposed biennial programme plan for 2016-2017 did not take a balanced approach to the three pillars of sustainable development; rather, the vision and understanding of the plan were one-sided. It was emphasized that the objective did not refer to sustainable development and that it should be based on the relevant mandates, in particular those contained in "The future we want".

7. Concerns were also raised that there seemed to be no coherent implementation of paragraph 88 of "The future we want".

8. Views were expressed that the biennial programme neither clarified the role of UNEP in promoting the environmental dimension of sustainable development within the United Nations system, nor did it refer to sustainable development in any of the objectives of the subprogrammes. An explanation was sought as to why the subprogrammes significantly diverted from the agreed outcomes of the United Nations Conference on Sustainable Development.

9. Several delegations expressed concern about the use, in paragraph 11.2, of the phrase "catalyse a transition towards low-carbon, low-emission, resource-efficient and equitable development". In particular, it was argued that there was no consensus among Member States about those concepts, which seemed to exceed the UNEP role and area of expertise and leadership (i.e. the environmental dimension of sustainable development). The view was also expressed that the use of the word "catalyse" to describe the role of UNEP was used out of context, as it implied that the transition was evitable and had already been agreed upon by Member States. The use, in paragraph 11.12, of the word "transition" in relation to "green economy in the context of sustainable development and poverty eradication", was also questioned, as the concept was not included in the outcome document of the United Nations Conference on Sustainable Development, nor had consensus been reached thereon. Delegations requested that references to concepts that had no legislative mandate be deleted from the biennial programme plan. It was stressed that UNEP should not go beyond its mandates when implementing its programme of work and that it should focus only on the environmental conventions and agreements that had been agreed upon by Member States.

10. In addition, concerns were raised about the use of the term "green economy" out of context, and it was stressed that the language that had been agreed upon at the United Nations Conference on Sustainable Development was "green economy in the context of sustainable development and poverty eradication", which was the language that should be reflected accordingly in the biennial programme plan.

11. Views were expressed that in the text, in particular paragraph 11.7, it was not clearly specified how UNEP would carry out its programme of work in countries, especially on sensitive areas, while taking into consideration national laws, norms

and standards, as the use of the word "achieve" instead of "support" would conflict with the national sovereign right to choose national energy policies.

12. With regard to paragraph 11.14, UNEP was asked to clarify how it could combine the synergies of all stakeholders (such as regional, liaison and country offices) and leverage synergies among the subprogrammes to accomplish the subprogramme's objectives and obtain the best possible impact.

13. Appreciation was expressed for indications in the overall orientation of a desire to achieve greater accountability and for the reference to the usage of performance management indicators. Appreciation was also expressed for the inclusion of the objectives of efficiency, transparency and the use of performance information for improved management decision-making in the strategy of the programme. Views were also expressed on the UNEP focus on monitoring and evaluation and the references to key performance to be more focused on action and results. A request was made for UNEP to further explain its self-evaluation.

14. Delegations welcomed the inclusion of a gender perspective and the priority it had been given by UNEP in the biennial programme plan.

15. Emphasizing the key role played by the United Nations regional commissions in implementing the three pillars of sustainable development, Member States enquired about UNEP coordination with them. UNEP was also asked what the major tasks of the regional commissions were under the programme.

16. The question was raised as to whether the biennial programme plan for 2016-2017 reflected the outcomes of discussions between UNEP and the governing body of UNEP and Member States based in Nairobi.

17. With regard to subprogramme 1, Climate change, a view was expressed that this environmental issue was of a global nature. Clarification was sought on the way forward and on the UNEP strategy for making progress or solving the issue. Clarification was also sought, within the context of climate change, on the goal of transitioning from high to low emissions and on how that goal could be reached. Member States said that the activities of UNEP related to climate change should be linked to development and job creation.

18. The view was expressed that the expected accomplishments and indicators of achievement under subprogramme 1 should be revised to reflect the decisions taken at the nineteenth Conference of the Parties to the United Nations Framework Convention on Climate Change, especially decisions 9 and 15.

19. Concerns were also raised as to why UNEP had not incorporated the Rio Conventions, in particular the Convention on Biological Diversity and the United Nations Convention to Combat Desertification, into the expected accomplishments and indicators of achievement under subprogramme 1. In addition, it was queried why land degradation and the Convention on Wetlands of International Importance especially as Waterfowl Habitat had not been referred to in the subprogramme.

20. Concern was raised about the basis for the indicators of achievement (a) (i) and (b) (i) under subprogramme 2, Disasters and conflicts. In addition, queries were raised regarding who was going to evaluate the categorization and capacity of the indicators. A view was expressed that UNEP had not integrated paragraph 187 of the outcome document of the United Nations Conference on Sustainable Development into indicators of achievement (a) (i) and (b) (i) under subprogramme 2, even

though the paragraph encouraged States to integrate early warning systems into national disaster risk reduction strategies and plans. Clarifications were sought on why subprogramme 2 diverted so significantly from the agreed outcomes of the United Nations Conference on Sustainable Development.

21. Concern was also expressed about the formulation of indicators of achievement (a) (i) and (b) (i) under subprogramme 2, in particular with regard to the reference to progressing "at least one step in four of six categories". Although there was a footnote to explain further the measurement of the indicators of achievement, it was still unclear and not easily understood. Queries were raised as to whether there was a resolution that endorsed that concept of measurement. Clarifications were sought on the country capacity framework and the concern was raised that it had not been approved by Member States.

22. Issues were raised concerning subprogramme 3, Ecosystem management, and the reference to the Convention on Biological Diversity in paragraph 11.20 (c) of the strategy. An enquiry was made as to what activities were being carried out by UNEP to support implementation of the Convention. The view was expressed that UNEP should provide, upon request, increased support, especially to developing countries, to implement the Convention. Regarding paragraph 11.20 (c), a delegation called for caution when it came to the application of programmes outside of national jurisdictions.

23. In addition, concerns were raised, also under subprogramme 3 about indicator of achievement (a) (iii) and about UNEP support to countries that were improving their water quality framework based on the International Water Quality Guidelines, as those guidelines had not been approved and therefore should not have been included as an indicator in the biennial programme plan.

24. It was noted that the text of the objective of subprogramme 4, Environmental governance, included the words "to facilitate a transition towards environmental sustainability in the context of sustainable development", which were not in line with the outcome document of the United Nations Convention on Sustainable Development. A more appropriate wording of the objective would be "strengthening synergies and coherence in environmental governance in order to facilitate the promotion of sustainable development".

25. Observations were also made on subprogramme 5, Chemicals and waste. It was suggested that the expected accomplishments and indicators of achievement should refer to the Minamata Convention on Mercury. The Stockholm Convention on Persistent Organic Pollutants should also be referred to in paragraph 11.23 (c) of the strategy. Clarification was requested regarding the type of activities that would be implemented to achieve the expected accomplishment and, in particular, how the organization would support national programmes.

26. Member States praised UNEP on the establishment of subprogramme 7, Environment, under review, but requested more clarification on the UNEP system of data collection under the subprogramme.

27. An enquiry was made as to where in the biennial programme UNEP addressed dust and sand storms and their impact on human health.

Conclusions and recommendations

28. **The Committee recommended that the General Assembly approve the programme narrative of programme 11, Environment, of the proposed strategic framework for the period 2016-2017, subject to the following modifications:**

Overall orientation

Paragraph 11.2

Replace the first sentence of the paragraph with two new paragraphs as follows:

The United Nations Environment Programme, as the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and serves as an authoritative advocate for the global environment.

Its objective during the period 2014-2017 is to promote the coherent implementation of the environmental dimension of sustainable development based on the recognition that poverty eradication, changing unsustainable patterns of consumption and production and promoting sustainable patterns of consumption and production, and protecting and managing the natural resource base of economic and social development are the overarching objectives and essential requirements of sustainable development, as well as on the protection and sustainable use of ecosystem services, coherent and improved environmental governance and the reduction of environmental risks.

Paragraph 11.5

At the end of the first sentence, insert "in its three dimensions."

Paragraph 11.7

Replace the words "UNEP will achieve that" with "UNEP will work with Member States in these areas".

Paragraph 11.8

Replace the words "conflict prevention mandates" with the words "post-conflict recovery mandates".

At the end of the first sentence, insert: "(c) build strong interlinkages among disaster risk reduction, recovery and long-term development planning; (d) develop strategies that integrate disaster risk reduction and climate change adaptation considerations into investments, decision-making and the planning of humanitarian and development actions; (e) assist vulnerable or crisis-affected countries and communities by providing, upon request, environmental expertise, with particular attention paid to vulnerable groups and highly vulnerable ecosystems."

In the third sentence, after the words "and pilot new approaches to natural resource management", insert "in countries interested in following such approaches."

Paragraph 11.11

At the end of the first sentence, insert "including those related to mining activities".

In the second sentence, after the word "e-waste", insert "and disposal of chemicals resulting from illegal mining,".

Paragraph 11.12

Replace the first sentence with the following:

> **"UNEP will advocate for policy reforms and changes in private sector management practices, when applicable, and will work towards increased consumer awareness, taking into consideration gender differences."**

In the fourth sentence, replace the words "in such a transition" with "in the implementation of green economy policies for the transition towards sustainable development as a common undertaking".

Subprogramme 1
Climate change

Expected accomplishments of the Secretariat

Replace expected accomplishment (c) with "Support, in cooperation with other organizations and in accordance with their respective mandates, the implementation of REDD-plus strategies and systems for information on safeguards and the development of forest monitoring systems and reference levels, so that they evolve into results-based actions that are fully measured, reported and verified and so as to reduce emissions from deforestation and forest degradation".

Indicators of achievement

Replace indicator (c) with "Increase in the number and percentage of developing countries that have developed and implemented REDD-plus strategies and are in a position to obtain and receive payments for results-based actions, as a result of UNEP assistance".

Strategy

Paragraph 11.16 (b)

In the first sentence, replace the words "UNEP will facilitate the move to low-emission development pathways and the implementation of green economy strategies" with "UNEP will advocate for, and support, upon request, the move towards low-emission strategies, through the promotion of mitigation and adaptation measures".

Paragraph 11.16 (c)

Replace the words "In support of the Cancun agreements reached in December 2010" with "In support of the Warsaw framework for REDD-plus agreed in November 2013".

At the end of the first sentence, replace the words "the development of national REDD-plus strategies and finance approaches" with "developing countries progression towards results-based actions. For that purpose, upon request of interested countries, UNEP will work with relevant partners to support the development and implementation of the requirements to obtain and receive results-based payments, namely REDD-plus national strategies, forest reference levels, forest monitoring systems and systems for providing information on safeguards, in accordance with the modalities and procedures agreed by the Conference of the Parties to the United Nations Framework Convention on Climate Change."

Subprogramme 2
Disasters and conflicts

Objective of the Organization

The objective of the Organization should read "To promote the sustainable use of natural resources and the reduction of environmental degradation by addressing the environmental challenges in the context of disaster risk reduction, as well as post-disaster and post-conflict recovery activities".

Indicators of achievement

Indicator (a) (i) should read "Percentage of countries assisted by UNEP with increased capacity to use natural resource and environmental management to prevent and reduce natural and man-made disasters".

Indicator (b) (i) should read "Percentage of countries affected by natural and/or man-made disasters that improve their capacity to use natural resource and environmental management, with the assistance of UNEP, to support sustainable recovery from disasters and conflicts".

Indicator (b) (ii) should read "Percentage of countries assisted by UNEP that develop policies and strategies aimed at increasing their capacity to recover sustainably from disasters and conflicts".

Strategy

Paragraph 11.18 (b)

In paragraph 11.18 (b), replace the words "green jobs" with the words "decent and productive jobs".

Subprogramme 3
Ecosystems management

Indicators of achievement

In indicator (a) (iii), delete "based on the International Water Quality Guidelines".

Strategy

Paragraph 11.19

In the third sentence, replace "integrate the value of natural capital in decision-making" with "integrate the value of natural capital, including biodiversity and ecosystem services, in decision-making."

Paragraph 11.20 (a)

Replace the words "ecosystem services and productivity of landscapes" with "ecosystem services, ecosystem productivity".

Before the words "access and benefit-sharing" insert "but not limited to".

Subprogramme 4
Environmental governance

Objective of the Organization

Delete the words "a transition towards".

Indicators of achievement

At the end of indicator (b) (i), insert "at the request of those countries".

In indicator (b) (i), replace the words "enforce the rule of law" with "develop and enforce national laws".

Strategy

Paragraph 11.22 (b)

Replace the second sentence with "With other United Nations partners, UNEP will support, at the request of Governments, efforts to develop and enforce environmental laws, and comply with relevant international environmental standards and obligations, including through legal technical assistance, training and other legal capacity-building activities."

Subprogramme 5
Chemicals and waste

Objective of the Organization

The objective of the Organization should read "To promote among countries the achievement of sound management of chemicals and waste in order to minimize impacts on the environment and human health".

Subprogramme 6
Resource efficiency and sustainable consumption and production

Expected accomplishments of the Secretariat

Expected accomplishment (a) should read "Cross-sectoral scientific assessments, research and tools for sustainable consumption and production, in the context of sustainable development and poverty eradication, developed, shared and applied by policymakers, including in urban practices".

Indicators of achievement

Indicator (a) (i) should read "Increased number of countries and cities that develop and integrate sustainable consumption and production approaches and tools, as a result of UNEP assistance".

Strategy

Paragraph 11.24

After the words "poverty eradication", insert ", in accordance with what was agreed at the United Nations Conference on Sustainable Development".

Paragraph 11.26 (a)

After the words "poverty eradication", insert ", in accordance with what was agreed at the United Nations Conference on Sustainable Development".

Paragraph 11.26 (b)

In the third sentence, replace the words "high-impact sectors" with "high-impact targeted sectors dependent on natural resources".

Delete the sentence "Targeted sectors include construction, food and agriculture, tourism and related industries dependent on natural resources."

Paragraph 11.26 (c)

In the third sentence, delete "in particular sustainable public procurement and supporting infrastructure that allow for sustainable lifestyles".

Subprogramme 7
Environment under review

Indicators of achievement

In indicator (c) (i), replace the word "intervention" with "assistance".